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STRATEGIC PLAN

2008

California State Parks – Off-Highway Motor Vehicle Recreation Division **DRAFT**

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California State Parks

Off-Highway Motor Vehicle Recreation Division

Strategic Plan

INTRODUCTION

The challenges and opportunities for California's Off-Highway Motor Vehicle Recreation (OHMVR) Program (Program) have reached an historic crossroad. The California State Park OHMVR Division (Division) is responsible for overseeing a vast recreation portfolio that includes management of State Vehicular Recreation Areas (SVRAs), statewide planning functions and grant funding for off-highway vehicle (OHV) related activities managed by others. This Strategic Plan outlines the Division's plans for the investment of time, resources and financial assets over the next five years. These investments are targeted to overcome looming challenges and leverage opportunities that provide high quality, sustainable OHV recreation and protect and preserve lands on which OHV opportunities occur.

FRAMEWORK

The plan provides a framework for moving forward in the next five years. For the Program to be successful, the Division must overcome challenges and make immediate and long-term investments to:

GOAL #1 Provide for sustainable use by mitigating threats to the existing system of OHV opportunity.

This goal seeks to protect and preserve existing opportunities desired by recreational participants. This will be accomplished through identification and implementation of solutions to maintenance, environmental and any other problems that have or are leading to closures of traditionally used trails, roads, and areas. The goal is to achieve an overall zero closure objective for OHV opportunities at the SVRAs and areas supported by the grants and cooperative agreements program.

GOAL #2 Develop an organized staff dedicated to development, establishment, and implementation of the OHMVR Program.

The Division will improve the transparency, efficiency, and quality of program administration through the recruitment, training, and organization of high quality staff dedicated to the Program mission. The internal assessment identified a number of issues that impact the capacity of Division staff to fully meet the Program mission and Program goals. A variety of essential actions are required to meet goals and objectives. This goal focuses on enhancing opportunities to improve staff capacity including development of enhanced skills and knowledge, addressing staffing needs, and improving organizational structures.

GOAL #3 Achieve a highly informed and educated OHV recreational community committed to responsible use and environmental stewardship.

Unlike many passive recreation users, the OHV community is actively engaged, interacting with the resource, and committed to partnership in service to the sport. The external assessment identifies a number of recreational training and education needs for this willing community. This goal focuses on ways to assist the community in highlighting and contributing to safe, responsible use and environmental stewardship.

GOAL #4 Establish and maintain highly cooperative relationships with individuals, organizations, industry, and government related agencies to resolve disputes, and advance the mission and goals of the Program.

This goal strives to achieve a highly integrated, organized, and coordinated interest, stakeholder, and public agency group that is able to identify issues concerning the sustainability of OHV opportunities at the earliest possible time and seek solutions to the issues identified.

GOAL #5 Improve the quality and quantity of information available to support sound decision making.

This goal strives for improved strategic and management decision-making by acquiring and using appropriate data. Access to and use of data are critical components of the Division's guiding principles. The Division seeks to conduct operations openly and base decisions on sound data. Both the external and internal assessment exposed circumstances where sometimes there is insufficient data or a lack of high quality data. It was also found that while data may exist, the current organization and maintenance of information prohibits the most efficient data use.

88 **GOAL #6 Opportunity: Add new, or increase use of existing, opportunities**
89 **where appropriate and needed to replace loss of existing opportunities and**
90 **respond to changing and future demand.**

91 This goal focuses on ensuring a coherent management approach for the
92 future by addressing current and threatened new gaps, as well as adding
93 new OHV opportunities to address future demand and/or losses of existing
94 or historic OHV opportunities in the System.

STRATEGIC THEMES

The Plan approaches these essential steps by emphasizing key Strategic Themes:

- ✓ **THEME 1:** Emphasize the Basics
- ✓ **THEME 2:** The Greening of OHV
- ✓ **THEME 3:** The New Gateway
- ✓ **THEME 4:** Improving Technology

96

97 Emphasize the Basics

98 Maintaining a sustainable system of OHV opportunities is central to the success
99 of the Program. Reduction and/or redirection of funding and staffing for
100 maintenance and environmental protection of existing opportunities has led to
101 concerns over the quality of maintenance and conservation practices. Closures
102 of areas historically used for OHV recreation has occurred as a result of
103 inability to focus on basic requirements for maintaining and sustaining diverse
104 high quality opportunities and implementing best management practices for
105 conservation of the environment in which those OHV activities take place. This
106 Strategic Plan strives to bring better emphasis and focus on sustaining OHV
107 opportunities for the future.

108

109 The Greening of OHV

110 The legislation creating the Division and on-going investments in the Program,
111 establish that with proper investment, OHV use can be managed in a sustainable,
112 responsible way. The Program is, and has always been, designed as an
113 environmental enhancement program that provides, regulates and manages OHV
114 activities in an environmentally responsible way. This Strategic Plan assesses

the diversity of use and future demand which will require adapting to changing recreational trends, such as: improved capability and technology of motorized recreational equipment, increased demand for more varied motorized recreational activities, and need for recreational opportunities closer to home. The Plan seeks to establish goals and objectives whereby the Division will take steps to reduce the carbon footprint of the Program. Key actions associated with this approach include:

- ✓ Leverage approaches such as development of urban or regional opportunities that reduce system-wide transit time and consumption of resources to reach and use recreation destinations.
- ✓ Support technology that reduces impacts of the system infrastructure and facilities.
- ✓ Support, and where possible facilitate, technological advancements that reduce the environmental impacts of OHVs.
- ✓ Utilize management and acquisition strategies that result in maintaining or improving quality species habitat and human connection with the outdoors.



As Richard Louv notes in Last Child in the Woods; Saving Our Children from Nature Deficit Disorder,

“A widening circle of researchers believes that the loss of natural habitat, or the disconnection from nature even when it is available, has enormous implications for human health and child development. They say the quality of exposure to nature affects our health at an almost cellular level.”

Clearly, we need to take greater advantage of the opportunity to educate children recreating in our outdoor areas on the intrinsic values of the natural environment which surrounds them. By instilling appreciation and understanding for nature, these children will be healthier, better adjusted, and far more likely to value and care for the natural lands of California.

134 **The New Gateway**

135 In recent years, a number of dramatic trends have evolved that indicate overall
136 use and support of “traditional park” opportunities are becoming less important
137 to park visitors as younger visitors desire more diversified recreation
138 opportunities. This trend is described in books, in the popular press and is
139 discussed in a variety of public forums. People are coming to realize that our
140 youth no longer have a relationship with the natural environment to the lack of
141 participation in traditional recreational opportunities by an increasingly diverse
142 California population. This trend is evident in the reduced participation in
143 traditional recreational opportunities by an increasingly diverse California
144 population. In fact, a segment of Californians find many of the current
145 traditional park opportunities, such as hiking, not only irrelevant but sometimes
146 even culturally unapproachable.

147 The implications in the future of this shift from passive parks to active parks are
148 immense. As discussed more fully in the Plan below, motorized recreation
149 programs and activities offer an alternative for experiencing and enjoying the
150 outdoors by a more diverse, as well as younger, population.

151

152 **Improving Technology**

153 On a number of fronts, technology is evolving in ways that will enable the
154 Program to achieve important recreational, environmental and management
155 goals.

156 Newer and improved types and capabilities of recreational vehicles are being
157 developed and marketed. This means both more interesting opportunities and
158 experiences for participants in the recreational activities, and reduced reliance
159 on traditional fuels. As an example, electric vehicles and solar powered
160 recharging stations now offer a real potential for reducing reliance on fossil
161 fuels.

162 Newer and improved management and maintenance practices are continually
163 evolving which will enable better design and maintenance of areas used for
164 motorized recreation. These better management practices will result in
165 improved soil and habitat management, leading to sustained opportunities
166 provided in an environmentally protective and responsible manner.

167 Ever and rapidly evolving electronic technology means that program managers
168 and staff can have more efficient and ready access to information that is
169 essential for making sound program management and planning decisions,
170 monitoring the effectiveness of the Program, recruiting and training quality
171 staff, facilitating communication and coordination by and among the many
172 interested stakeholders in the Program, and administering the many aspects of
173 the Program needed to achieve success.

EXTERNAL ASSESSMENT

1. - Threats to Existing Opportunity

Millions of OHV Trust Fund (Trust Fund) dollars have been awarded to land management agencies over the years to acquire, develop, manage and maintain OHV recreation opportunities, and sustain them for future recreational activity. Many of these areas, which have been available for OHV recreation in the past, are being closed to motorized use. These closures are the result of a number of factors, including but not limited to: threats to public health, lack of needed resources for adequate maintenance and management, litigation or the threat of litigation, and reallocation of lands for alternative uses such as energy development. It is critical that Trust Fund investments are appropriately protected, and that future program and resource allocation policies and activities are adapted to anticipate and respond to threats to those investments.



189 *Public Health*

190 In recent years, concerns have been raised about the effects of OHV recreation
191 on public health. The Division has been asked by various entities to comment
192 and advise on these issues. The Division does not have an extensive database
193 upon which to rely and render advice in this area. Two examples below illustrate
194 issues that are currently affecting OHV opportunities in California.

- 195 ✓ The Clear Creek Management Area (CCMA) is managed by the Bureau of
196 Land Management's (BLM) Hollister Field Office. The presence of
197 asbestos bearing serpentine soils in large portions of the CCMA has
198 resulted in temporary closure to all forms of public recreation. One
199 current option under consideration by the BLM is to open the area to some
200 forms of recreation, but preclude use by visitors on OHVs. This affects
201 an estimated 35,000 annual visitors to the area, who have been forced to
202 relocate their activities to other OHV recreation areas, such as the
203 Hollister Hills SVRA, which is located approximately 65 miles away.
204
- 205 ✓ Concerns about the effects on air quality from dust associated with OHV
206 use have been raised in a number of areas. Reliable data regarding the
207 amount of dust attributable to OHV recreation, as opposed to dust
208 generated by other activities such as agriculture and construction is not
209 readily available. The Division has initiated air quality monitoring and
210 management at its SVRAs. In some cases, such as the Hollister Hills
211 SVRA, surveys and monitoring of PM 10 levels have shown the OHV
212 activities generally do not result in levels exceeding those considered safe
213 for human health. In the rare instances where levels may be exceeded,
214 management measures, such as trail watering, the use of other surfacing
215 materials, or even temporary closures have enabled the OHV activity to
216 continue safely. While the Division has begun collecting data at its
217 SVRAs, information regarding dust at other OHV recreation areas in the
218 state is lacking.

219

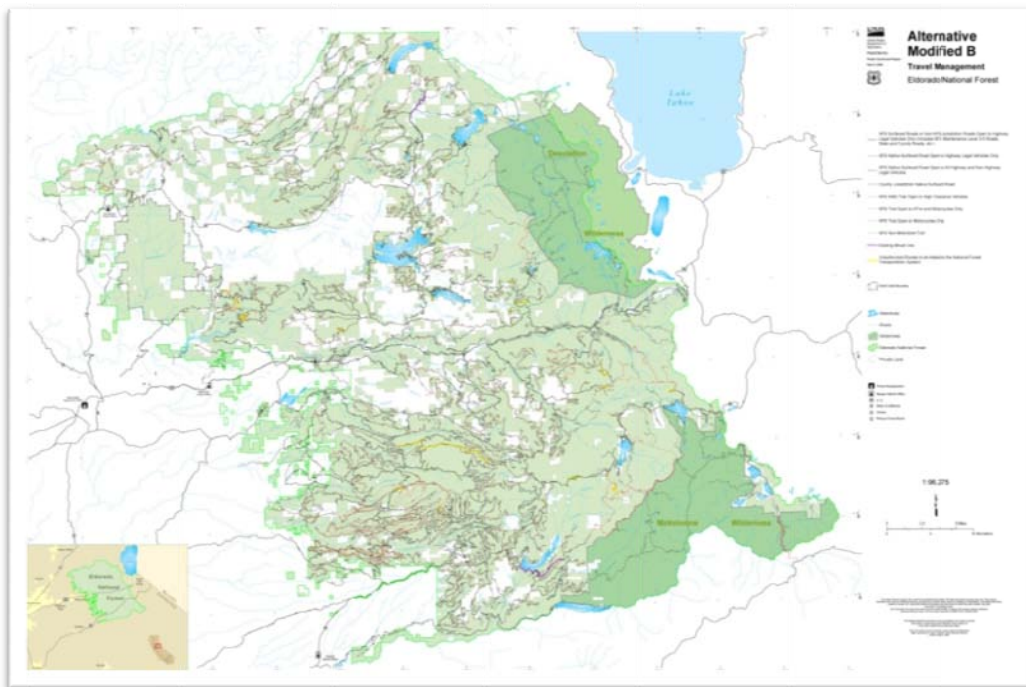
220 *Closure of Federal Lands*

221 Conversion to Other Uses – OHV opportunities on federal lands are under threat
222 of proposed closures or limitations as a result of conversion to other uses such
223 as development of alternative sources of energy (geothermal, wind and solar), as

well as the expansion of military training areas. Decisions to allocate lands for these activities threaten to reduce lands available for OHV recreation.

Route Designation on Federal Lands - Since 2000, the Program has funded the US Forest Service and Bureau of Land Management to implement route designation processes leading to decisions concerning routes deemed appropriate for continued OHV recreational uses. To date, close to \$12 million has been allocated by the State to the US Forest Service for this process. The reasons for the closures are varied and complex; but include inadequate resources to complete the environmental and engineering assessments required by US Forest Service practices and procedures, as well as closure of routes which contain links across private lands. Exploring solutions to these issues will require a commitment of added resources and effort in order to find appropriate ways that may be available to keep these routes open, or to reopen them following additional evaluation.

Eldorado National Forest Route Designation Map: Alternative - Modified B



Conversion to Wilderness or Roadless Areas - Legislation is pending and regularly introduced in Congress to create wilderness and to place further restrictions on the use of roadless areas that historically have been available for motorized recreation or for motorized access to other forms of recreation. A fundamental purpose of the Program is to manage and regulate OHV activity so

as to protect and enhance sensitive natural resources. However, this is an ongoing, adaptive management effort so as to ensure that OHV opportunity is sustained where appropriate. Devoting a sufficient level of resources to monitoring, studying, and responding to these proposals will be essential for the long-term health of the Program.

Sustainability vs. Preservation

Conflict often arises due to a misconception of the goals of the Program relating to managing areas for “sustainable recreation”. Sustainable recreation refers to a management regime which recognizes that OHV recreation will result in impacts to an area, and provides for long-term recreation while affectively addressing impacts related to OHV recreation, preventing off-site impacts, and protecting natural habitats. On the other hand, “preservation” denotes a management regime aimed at the prevention and avoidance of impacts. When the concepts of sustainability and preservation are not clearly articulated in management plans, unrealistic expectations about how impacts associated with OHV recreation are raised. A properly designed and managed OHV recreation area directs OHV use away from sensitive areas which must be preserved, and provides for use on trails and areas where OHV use can be sustained.

Environmental Litigation

Environmental litigation to ensure compliance with environmental regulatory laws is one of many strategies used by groups and organizations concerned about the effects of OHV recreation. Over the years, and continuing with each annual State budget, millions of dollars are allocated and spent by the Division on programs and activities whose purpose is the management and protection of sensitive natural and cultural resources. Despite these extensive efforts and expenditures, some groups diligently monitor land management activities with the aim of identifying areas for additional litigation aimed at further regulation or restriction of OHV recreational activities. As a result, funds which should be

270 directed towards ensuring OHV use is managed sustainably are, instead, directed
271 towards defending against lawsuits.

272 Financial and staff resources of the Program will need to continue to be
273 allocated to the environmental conservation and protection programs as
274 mandated by the Program, and to anticipate and respond to litigation. A key
275 purpose for these efforts must be to develop and implement sound environmental
276 programs that will mean litigation is viewed as a recourse of last resort after all
277 other efforts have failed, such as interest group facilitation and coordination.

278

279 *Trespass and Violation of Closed Areas*

280 Although comprehensive data has not been developed regarding the problem,
281 over the years, and more recently during focus group workshops held by the
282 Division in connection with development of regulations for the OHMVR grant
283 program, the issue of trespass is a common topic. Law enforcement officials
284 regularly note that responding to calls from private property owners with
285 complaints of unauthorized OHV activity is a top concern. These concerns have
286 resulted in an increase in county ordinances or county planning documents
287 restricting OHV uses without consideration for the need and demand for OHV
288 opportunity. In many cases, these restrictions are threatening areas that have
289 historically been open for OHV use, but where use is no longer acceptable as
290 development expands. It will be necessary to allocate resources to the
291 management and enforcement of trespass and, at the same time, pursue ways of
292 providing an outlet for the pent-up demand. As a part of these efforts, better
293 information on the extent and location of the demand will be needed.

294 Additionally, land managers and law enforcement officials on federal public
295 lands continue to note the problem of unlawful incursions into designated
296 wilderness and other areas devoted to the protection of natural and sensitive
297 species and habitat. Again, comprehensive data is difficult to maintain given
298 the nature of the activity and shortage of resources to regularly monitor it. But,
299 when the evidence of such activity is found, several responses are needed. One
300 is the need to increase law enforcement patrols and/or implement signage,
301 education or other measures in an effort to reduce or prevent future incursions.
302 Additionally, funds must be allocated to repair or restore damage to areas where
303 unauthorized motorized activity has taken place. Finally, such activity, when
304 land managers are unable to control it, will result in closure of areas to OHV

activity where that activity would otherwise be appropriate. In order to sustain responsible OHV opportunity, resources will continue to be needed to regulate and manage OHV activity to prevent such outcomes.

Reductions in Budgets for Land Management

Due to increasing pressure on public agency resources, as well as the poor economy, cuts in funding allocated to many land management and law enforcement organizations has resulted in inadequate management and enforcement oversight at a number of OHV recreation areas. For example, increased fire suppression costs on the federal forests has resulted in redirection of available funding from other land management activities such as management of OHV trails. Also, as staff leaves public agencies due to retirements, the scarcity of funds has resulted in many positions being eliminated or left vacant.



Overuse Due to Increasing Recreational Demand

As areas historically available for OHV recreation are closed or restricted to OHV use, and increasing numbers of people choose to participate in outdoor motorized activities off of the main paved paths of travel, the density of use is increasing. The full extent of this phenomenon is not well documented, but land managers have noted anecdotally the problem exists as visitation increases when other nearby areas are closed.

In some cases, the result of overuse is that existing trails and routes cannot be adequately maintained to existing standards, and use must be curtailed. This has the undesirable effect of further aggravating overuse problems elsewhere, and exacerbates trespass problems as people become frustrated, and look for other places to go.



336

337 *Urbanization*

338 Rapid urbanization has created conflicts in many existing managed OHV
339 recreation areas which were once far removed from housing and commercial
340 development. As more homes and businesses are built in these once remote
341 areas, conflicts between OHV recreation use and neighboring landowners
342 become a management issue, particularly in relation to noise and the generation
343 of dust.

California is currently the second most urbanized state in the nation.

345

346 Urbanization claims approximately two acres of farmland per minute in the
347 United States. California is currently the second most urbanized state in the
348 nation. As California's population increases, the demand for, and impact on,
349 the already limited amount of OHV recreation areas in close proximity to urban
350 areas becomes an even more significant issue. This is of particular concern in
351 and around the heavily populated and fast growing counties of Los Angeles,
352 Orange, San Diego, Riverside and San Bernardino, as well as along the western

slope of the Sierra Nevada. In addition, in the Central Valley - comprised of the San Joaquin Valley, Sacramento valley and Delta region - the current population of 5.5 million is expected to grow to more than 11 million by 2040.

Urbanization claims approximately two acres of farmland per minute in the United States.

As development spreads across the State, OHV opportunities are increasingly threatened due to land use allocations and regulations, zoning laws, and increased concern for environmental impacts. The remaining lands available for OHV opportunity are receiving increased use, potentially resulting in impacts to recreational opportunity, the outdoors experience, and natural and cultural resources.

Sound

Complaints about motorized recreation increase as people residing in newly developed areas complain about nearby noise associated with OHV operation. Program efforts to enforce noise standards for dirt bikes and ATVs have been in effect for some time. By and large the public has embraced this standard, including those in the professional racing series. However, more effort will be required to ensure that sound from other forms of OHVs – both highway and non-highway registered – keep the sound of the vehicles at a level that does not contribute to pressures to close areas to OHV use.

2. - Meeting Needs for Future Recreation Demand

Population Growth

As the population grows, more people are operating vehicles off-highway for recreation and in pursuit of non-motorized recreation. Existing facilities are reaching maximum capacity. New opportunities are not being developed to keep pace with the increased demand for OHV recreation.

The face of California is constantly changing and the population five, ten, fifteen years from now will look dramatically different from what it is today.

391 *New Participants*

392 Rapid growth in OHV recreation has led to a large
393 segment of enthusiasts who have not been fully educated
394 on appropriate operation of motorized vehicles in a
395 natural setting. These new enthusiasts have been
396 exposed to marketing campaigns which often portray
397 destructive and inappropriate OHV operation, or watch
398 races on television or the internet which are held in
399 stadiums where extreme operations can be contained and
400 managed.

401 As these new participants enter remote OHV recreation
402 areas, they are not fully prepared for the conditions they
403 encounter, nor do they know enough about the
404 equipment they own. The Division has been
405 investigating the benefits of establishing OHV training
406 and recreation facilities closer to urban centers, where
407 appropriate vehicle operation can be taught in a
408 controlled and highly managed setting. This would allow
409 opportunities for education and training to more people.
410 Once these new participants are comfortable with the
411 operation of their vehicles, and understand the
412 appropriate ways to operate them in off-highway
413 settings, they can take part in, and fully appreciate,
414 OHV recreation in more remote and less developed
415 areas.

416

417 *Children in Nature*

418 One noticeable trend in OHV recreation is the increase
419 in families participating in the recreation. In years past,
420 areas were dominated by crowds composed primarily of
421 single males. Today, OHV areas are also heavily
422 utilized by families and groups with young children. For
423 many of these children the experience of accessing
424 nature via recreational vehicles, and of camping in
425 remote areas, is their first experience of the outdoors.

According to a recent study from the USDA US Forest Service, Off-Highway Vehicle Recreation in the United States and its Regions and States: An Update National Report from the National Survey on Recreation and the Environment (NSRE), “Among race and ethnic groups, white and black Americans participated in OHV at essentially the same rate in 2005-2007 as they did in 1999-2000, with a spike upward around 2003. American Indians and Asian/Pacific Islanders showed a decrease in participation between fall 1999 and fall 2007.” Most notably, Hispanics participated at more than twice the rate—26 percent—in 2007 as they did in 1999, adding participants at the fastest rate of all new participant groups.

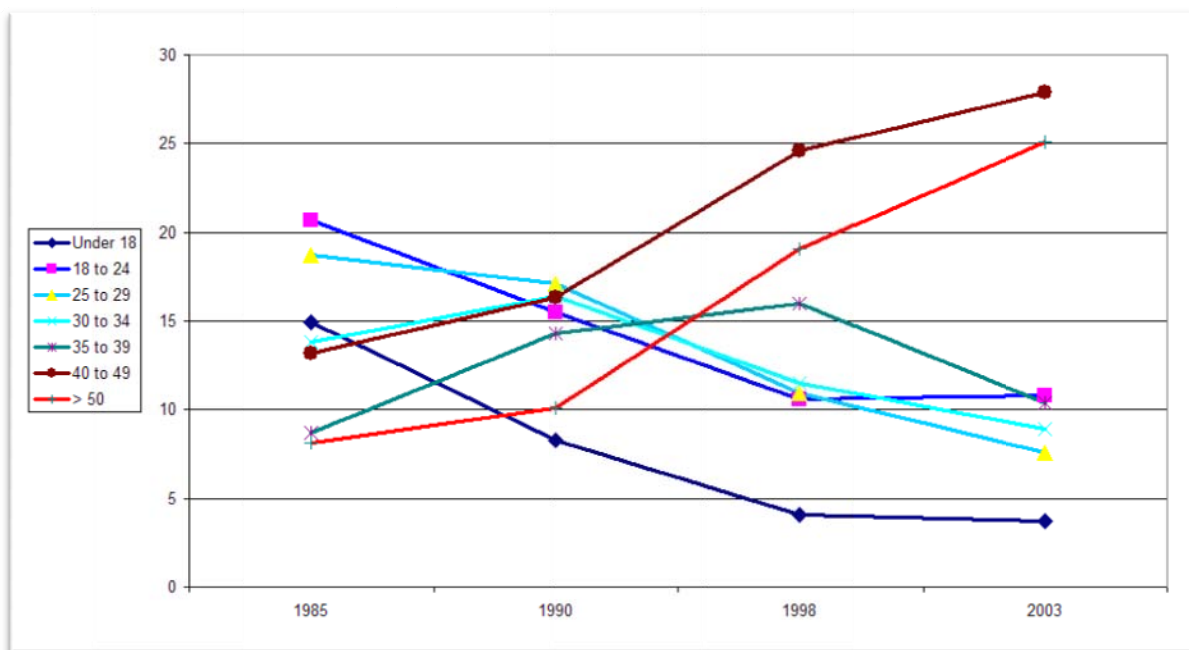
426 Recent studies and publications indicate children receive a great deal of benefit
427 from time spent outdoors in the natural environment. OHV recreation is serving
428 as a valuable “gateway” activity for these young people to experience nature.

Doubling of the States Senior Population

Another demographic factor to be considered is that the senior population in the State is expected to double by 2020. Brought on by aging baby boomers, it is anticipated there will be an increased interest in the statewide long distance motorized trail system and a need for places to pursue various types of SUV touring opportunities. Extensive travel and generally financially secure, this age group has significant travel options given their record number of second home ownerships, placing them in more than one point of departure. Extensive numbers of motorized and mechanical recreational equipment ownership is also a key attribute of the group. This pattern, coupled with more family driven activities, will require the OHV Division and program to be more proactive in future designs and development of OHV sites.

429

% of Total Motorcycle Owners in the United States Broken-Down by Age: 1985 to 2003



430 *Change in OHV Use Patterns Due to the Economic Environment*

431 Dirt bike, 4x4 and Sand Rail registrations are decreasing in conjunction with the
432 economic downturn. RUV and ATV use appears to be stable or increasing during
433 the same period of time.

434 The shift could be caused
435 by lack of liquidity in the
436 target market, or users
437 switching from one
438 vehicle type to another
439 based on economics.

440 Evidence suggests that
441 many purchasers of high-
442 end sand rails and 4x4s
443 are switching to
444 RUVs because they can
445 be purchased at a lower
446 price, and still offer



447 many of the same recreational benefits as larger, more expensive, vehicles.

448 Changes can also be seen in the types of vehicles used to transport OHVs, and
449 the average length of stays. At Hollister Hills SVRA, staff has noted a decrease
450 in the number of large enclosed trailers used for transporting OHVs to the park.
451 At the same time, they have also seen an increase in the use of smaller, more
452 fuel efficient vehicles. On the other hand, staff at Oceano Dunes have noted an
453 increase in visitors using large transport vehicles, accompanied by longer stays
454 in the unit as people choose to make one long visit rather than several stays of
455 shorter duration which require multiple trips from their home area. While these
456 trends have been noted, they are based on anecdotal reports, and their impact is
457 not fully understood. Some businesses have noted that built storage facilities
458 near remote OHV opportunity areas to allow people to store their trailers and
459 OHVs rather than tow them back and forth from home.

460

461 *Use of Fossil Fuels*

462 Many questions have been raised surrounding tailpipe emissions from vehicles
463 being operated for recreation, and their effect on the environment. While OHV
464 recreation is only a part of this larger phenomenon (which also includes such

activities as driving scenic highways, pleasure boat operation, and operation of large motor homes), close attention needs to be given to finding ways to reduce overall emissions. Vehicles registered as OHVs are issued a green registration sticker if they have met certain emission requirements set by the California Air Resources Board (CARB). Vehicles which do not meet the CARB standard are issued red registration stickers, and their use is restricted in some areas of the State. The amount of emissions being generated by these red sticker vehicles is not known. Greater efforts are needed to find ways to measure and analyze emissions from red sticker vehicles.

A recent trend is the development of alternative fuel OHVs. Highway legal vehicles designed for off-highway use (sport utility vehicles, 4x4s, all-wheel drive and crossover vehicles) are now being offered by many manufacturers in flex-fuel and hybrid configurations.



Some manufacturers are now offering fully electric motorcycles and four wheeled vehicles for off-highway use. These electric vehicles produce minimal noise, can be operated near urban areas with little disturbance to surrounding residents, and may present opportunities for development of OHV recreation areas in locations near urban centers which were previously considered too

problematic for development. Locating facilities close to urban centers would further reduce emissions by shortening the commute from people's homes to recreation areas.

497 *More Capable Vehicles*

498 Highly capable OHVs are designed, built and sold that allow operators to access
499 areas previously inaccessible to vehicular use. The development of appropriate
500 facilities for these vehicles has not kept pace with this growth. In some areas,
501 people in search of greater challenges are choosing to enter areas which are not
502 suitable for vehicular operation, creating impacts to facilities that are not
503 sustainable.

504

The Effect of X-Games

There has been a recent upsurge in the popularity of extreme sports, along with greater televised coverage of such events. These extreme activities often feature motorcycles and 4 wheeled vehicles being operated at high speed, jumping high into the air, or being driven at very high speeds over rough terrain. This has led to the desire amongst some to purchase similar vehicles and engage in these extreme activities. What many fail to realize is these activities are only appropriate on closed courses specifically designed for such extreme operation. Problems arise when misguided individuals attempt to emulate the extreme vehicle maneuvers on trails designed for casual recreational use.

A better job of educating the public regarding appropriate uses of trails in natural areas must be done. Many areas provide adequate opportunities for nature-based recreational driving, but are wholly inappropriate for extreme vehicle operations at high speeds. We need to separate uses, and continue to provide for recreational settings where those who wish to traverse a beautiful natural environment can continue to do so.

By providing opportunities for other activities in controlled settings, or on closed courses specifically designed to be managed for such uses, we can provide an outlet for those wishing to recreate in a more active manner.

505 3. - Safety and Education

506 *Accident Trends*

507 While participation in OHV
508 recreation is experiencing dramatic
509 growth, OHV accident rates continue
510 to decline. In some areas where OHV
511 recreation use is concentrated, the
512 increasing numbers of accidents
513 which result from higher attendance
514 has led to a public perception that
515 OHV recreation is more dangerous
516 than other forms of recreation. This
517 misperception is based on faulty and
518 erroneous assumptions, lack of
519 information, and
520 misinterpretation of data.

521 *Law Enforcement*

522 As a result of the
523 increasing popularity of
524 OHV recreation in
525 California, the demand
526 for legal places to recreate
527 has also increased. However,
528 cities, counties and the state have
529 not been able to keep up with the
530 pace of the demand. Law
531 enforcement plays an important role
532 in educating and mentoring the OHV
533 community, and when necessary,
534 enforcing the laws and issuing
535 citations. Law enforcement agencies
536 across the State face challenges in
537 recruitment and retention of staff.
538 Identifying officers interested in
539 OHV recreation can be an additional
540 challenge. While counties struggle to

541 find funding to provide legal places
542 to provide recreation, law
543 enforcement must address the issues
544 of sound, off-highway registered
545 vehicles on highways, environmental
546 degradation and trespass.

547

548 *Education*

549 With the large interest in OHV
550 recreation, providing an effective
551 Statewide educational curriculum is
552 essential to ensuring
553 participants know how to
554 recreate safely, know of
555 legal places to recreate,
556 respect private property,
557 operate their vehicles in
558 an environmentally
559 responsible manner, and
560 understand how their
561 actions affect the entire
562 OHV community. The Division
563 has supported and funded a number
564 of educational efforts across the
565 State through the SVRAs and
566 through the grants program. Many of
567 these educational efforts and
568 programs are very successful and are
569 taught at a number of locations by a
570 variety of organizations. However,
571 there is an opportunity to realize far
572 greater results by establishing a
573 coordinated, statewide,
574 comprehensive education campaign.

Accident Trends

Law Enforcement

Education

4. - Fragmented Inter-Relationships Make Addressing the Threats and Challenges for Future OHV Opportunity More Difficult.

Membership in traditional OHV clubs and organizations is declining. At the same time, the numbers of people participating in internet web forums dedicated to the various types of OHV recreation and land stewardship is rapidly growing. These new social networks are not highly organized as are the more traditional OHV clubs. However, these venues are able to rapidly distribute information to a wide audience, which is both very helpful (when alerting the community to developing issues) and, at times, extremely problematic (as when misinformation is mistakenly propagated through many forums before being corrected).

Working with Partners

There are many organizations and individuals that have an interest in OHV recreation, including those interested in participating in OHV recreation, ensuring environmental protection, maintaining open space, accessing non-motorized recreation opportunities via off-highway routes, and those concerned with improving the safety of OHV recreation. In order for the Division to meet its mandate of managing OHV recreation in a sustainable manner it must continue to partner with a wide variety of individuals and organizations.

Consideration of Needs and Concerns of Stakeholders

In setting program priorities, the Division considers input from a variety of interest groups. While the Division actively seeks out information regarding stakeholder's needs and concerns by holding public meetings, sponsoring facilitation for public meetings, conducting workshops, and evaluating suggestions received by mail and through web-based communications (ohvinfo@parks.ca.gov), there still appears to be a substantial need and expectation in this area. As the Division moves forward, the amount of public participation opportunities will need to increase to keep pace with the various communities of interest.

*Integration and Coordination of the Functions and Missions of Various Public
Regulatory Agencies with the Management and Mission of the Program*

OHV recreation in California occurs in many areas, on lands administered by a wide variety of government agencies. In addition, there are a number of regulatory agencies whose missions have an impact on OHV recreation. As discussed above, public health issues have arisen that have resulted in closures or other restrictions on public recreational use of lands. The Division has begun efforts to promote and facilitate greater integration and coordination amongst the various entities

5. - Collection and Consideration of Best Available Data

Data Retrieval

The Division currently collects data from a wide range of sources on a variety of OHV activities. However, this information is not currently organized in a readily accessible fashion, and is often difficult to retrieve and validate. The Division recently embarked on a contract to implement a system which will standardize the way in which data on grant funded activities is captured, stored and made available for retrieval. Future efforts will focus on the collection and standardization of data for the Program.

Accurate, Complete Data

The current data being collected by the Division is incomplete, and has gaps in information concerning OHV usage, location, and demand. Additional data is being collected by other public agencies, OHV industry, environmental organizations, and educational institutions. These various sources of information are not collated in one database, but instead are scattered throughout various organizations. These gaps in information are important components and without them make it make it very difficult to provide good analysis of OHV issues.

637 *Collection of Data by DMV*

638 Data kept by the Department of Motor Vehicles (DMV) concerning vehicle
639 registrations is difficult to interpret. For example, ATVs are often listed as
640 dirtbikes, RUVs as sand rails, etc. The database used by the DMV is based on
641 old programming language which is very costly to rewrite. In addition, there is
642 no standard for issuing Vehicle Identification Numbers (VIN) which is
643 consistent from one manufacturer to the next, making identification of specific
644 vehicle types by VIN problematic. Because of the difficulty in working with the
645 DMV programming code, and the variability in VIN standards, using the DMV
646 database to analyze vehicle purchasing and use patterns is subject to significant
647 levels of error.

648

649 *Collection of Data by CARB*

650 Information collected by the California Air Resources Board relating to
651 emissions attributable to recreational OHVs operated off-highway has been
652 difficult to validate. For example, data regarding the frequency and duration of
653 motorcycle use does not conform to what the Division is observing on the
654 ground. The Division and CARB need to work closely to obtain the most
655 accurate and reliable data.

INTERNAL ASSESSMENT

Providing for a statewide system of well managed OHV recreation opportunities is a complex undertaking, requiring staff to have knowledge of and respond to a wide range of issues and concerns.

The dramatic increases in visitation to the SVRAs, increases of OHV use on other public lands, increasing needs for habitat and ecosystem monitoring, and changes in the grants program all require additional resources to be added to the Division. Current staffing levels are not adequate to manage the growth of the program.

Loss of Institutional Knowledge

Staff of the Division is composed of many newer staff that have only recently joined the program, and more experienced staff who are nearing retirement. As senior members of the organization depart, they take with them the knowledge they have acquired over many years working on OHV recreation issues. Due to departmental hiring freezes and difficulties in recruiting, the development of new staff has not kept pace with the turnover in senior staff. Staff transferring from other areas of California State Parks lack the specialized knowledge required to be effective in the Division. Those that come from outside agencies – CalTrans, CHP, Department of Fish & Game, etc. have to learn about OHV recreation and California State Parks. Emphasis must be on teaching and mentoring new members of the organization.

Technical Complexity of the Program

Staff working on OHV issues are faced with a variety of complex issues regarding environmental monitoring, compliance with a soil standard for many different soil conditions, watershed analysis, acquisition transactions and renewable resource negotiations.

Understanding the Equipment

Division staff are challenged to learn the operating capabilities, and potential impacts caused by, a wide range of off-highway recreational vehicles which they may encounter or operate. Dirt bikes, ATVs, sand rails, RUVs, golf carts, 4x4s, rock buggies, snowmobiles, and prototype vehicles, all have unique characteristics and operating parameters. Staff are required to develop an understanding of the interrelationship between operation of the various vehicle types and the diverse soil types and natural environments in which they are operated.

In addition to the requirements listed above, grant staff must develop a thorough understanding of the wide variety of OHV equipment in order to effectively evaluate requests for funding of these vehicles. When evaluating a grant request for a particular type of vehicle, they evaluate the vehicles appropriateness for the use intended, cost effectiveness, maintenance needs, and estimated life.

Program Administration and On the Ground Experience

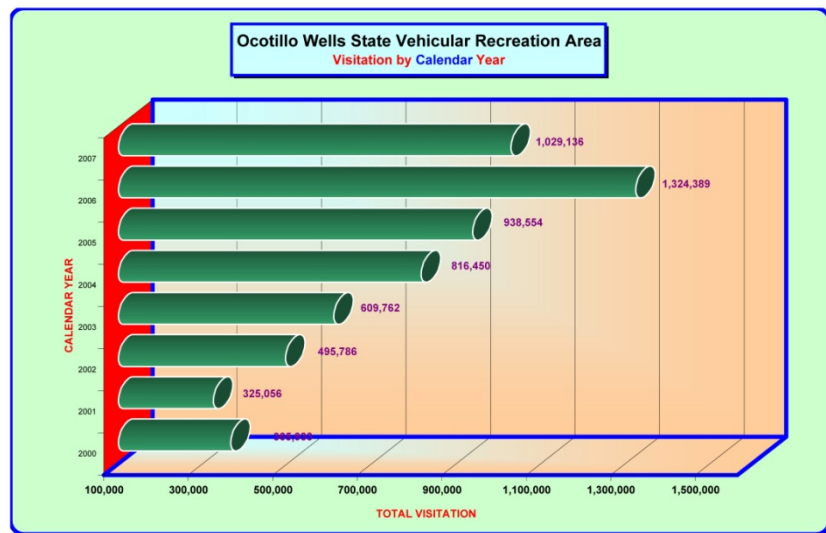
All Division staff, from those working on the ground in the SVRAs to the administrative staff working at Division office in Sacramento, must possess a knowledge of OHV recreation in its various forms in order to be effective. The Division has had difficulty in locating and recruiting staff which have this knowledge, and must spend large amounts of resources teaching and training staff once they are hired.

In order to fully understand the range of OHV recreational pursuits, and the opportunities, impacts and challenges they present, new staff have to go out on the ground and gain direct experience. This requires a substantial commitment of time and resources to achieve. Only by gaining this type of understanding can staff be effective in responding to the needs of the system, implementing the Strategic Plan, and helping plan to meet future needs for OHV recreation in the State.

State Vehicular Recreation Areas

The State Vehicular Recreation Areas (SVRAs) provide highly-managed opportunities that balance resource protection with OHV recreation. As they fulfill their primary purpose of providing sustainable OHV recreation, they also serve to maintain open space and as areas of rich biodiversity. Environmental scientists at each SVRA implement habitat monitoring programs to provide data used in making management decisions. Rangers are available for rapid response to accident scenes, and to enforce laws. The SVRAs, unlike the majority of lands supported by the grants program, are dedicated to providing OHV recreation as their primary function.

The SVRAs have experienced dramatic increases in visitation in recent years. Visitation at Ocotillo Wells SVRA has more than doubled since 2000. Hollister Hills and Oceano Dunes SVRAs reach maximum capacity on a regular basis during their busy seasons. This level of visitation has resulted in increased impacts to park resources. Additional staff positions were approved in the 2008/09 budget. Finding qualified staff to fill these positions is critical to address public safety, facility maintenance and resource protection needs and to ensure the SVRAs can continue to be managed in a sustainable fashion.



Funding to State Parks for Support Services

The OHMVR Division was formed as a separate entity within California State Parks by the legislature in order to ensure OHV Trust Funds were directed towards support of OHV recreation and were not used to support other unrelated activities of the Department. Prior to the formation of the Division, it was

749 common for funds appropriated by the legislature for support of OHV recreation
750 to be intermingled with other Department funds.

751 In order to maintain separation of funds, the Division performs as many
752 functions as possible with Division staff and resources. Some functions, such as
753 equipment purchasing and management, legal services, and public safety
754 management and personnel services are performed partially by the Division but
755 still require support from the Department. Funds from legislative appropriations
756 intended to support OHV recreation are redirected to the Department to support
757 these activities. In order to ensure appropriate use of OHV funds appropriated
758 by the legislature, these activities should be performed entirely by Division
759 staff.

760

761 **Grants and Cooperative Agreements**

762 In order to achieve the legislative mandate of providing and expanding areas for
763 OHV recreation through funding to federal, Native American, local, and non-
764 profit organizations, the Division manages an extensive grants program. The
765 Division has developed new regulations for the grants and cooperative
766 agreements program and implemented an on-line application process for 2009.
767 These developments are making the application process more accessible for
768 potential applicants, and will enable the Division to supply funds to applicants
769 which are most in need of funding to support projects which provide the highest
770 probability of achieving program goals.

771

BACKGROUND

The California Department of Parks and Recreation (State Parks) administers California's Off-Highway Motor Vehicle Recreation (OHMVR) Program. Launched in 1971 by state legislators "off-roader" Gene Chappie, and "environmentalist" Ed Z'berg, the forward thinking Chappie-Z'berg Off-highway Motor Vehicle Act established a template for managed OHMVR in designated areas. The new program sought to manage an increasingly popular and rapidly growing motorized off-highway recreational use.

The Chappie-Z'berg Act was founded on the principle that managed OHV use was better for the environment than unmanaged activity. The law required maintenance and oversight to allow for sustainable OHV use consistent with good environmental stewardship. The Act also provided for existing OHV areas be expanded and managed for long-term use. Another program component supported motorized off-highway access to non-motorized recreation opportunities. Finally, the founding legislation required the program be given equal priority with other programs in State Parks.

Since passage of the original Act in 1971, additional state laws have been passed. Numerous related federal actions have also affected program management. In 1982, the California legislature created a separate division of California State Parks, the OHMVR Division, which runs the program today. The Division was charged with direct management of the program. The 1982 law also created an Off-Highway Motor Vehicle Recreation Commission to allow public input and provide policy guidelines for the program. Other changes, such as the way funding is allocated and the roles and the responsibilities of the Commission have changed over time. Even so, today, the original intent of managed, sustainable OHV use continues to be the primary goal of the program.

DESCRIPTION

California State Parks' OHMVR Division achieves its mission by:

- ✓ Managing 8 State Vehicular Recreation Areas (SVRAs)
- ✓ Providing statewide leadership and support for OHV recreation
- ✓ Offering financial assistance to local governments and joint undertakings with agencies of the United States and with federally recognized Native American tribes

801

802 Unlike most other State Park activities, Program funding is directly generated
 803 by the recreational community it serves. Funding comes from three primary
 804 sources: a proportional allocation of gas taxes; off-highway vehicle
 805 registrations; and, entrance fees generated at the SVRAs.

806

807 Governance

808 *Commission*

809 The OHMVR Act provides for a nine member Commission consisting of five
 810 members appointed by the Governor, two by the Senate Committee on Rules,
 811 and two appointed by the Speaker of the Assembly with the following duties and
 812 responsibilities:

- 813 ✓ Be fully informed regarding all governmental activities affecting the
 814 program.
- 815 ✓ Meet at least four times per year at various locations throughout the state
 816 to receive comments on the implementation of the program. Establish an
 817 annual calendar of proposed meetings at the beginning of each calendar
 818 year. The meetings shall include a public meeting, before the beginning
 819 of each grant program cycle, to collect public input concerning the

- 820 program, recommendations for program improvements, and specific
821 project needs for the system.
- 822 ✓ Hold a public hearing to receive public comment regarding any proposed
823 substantial acquisition or development project at a location in close
824 geographic proximity to the project, unless a hearing consistent with
825 federal law or regulation has already been held regarding the project.
 - 826 ✓ Consider, upon the request of any owner or tenant, whose property is in
827 the vicinity of any land in the system, any alleged adverse impacts
828 occurring on that person's property from the operation of off-highway
829 motor vehicles and recommend to the division suitable measures for the
830 prevention of any adverse impact determined by the commission to be
831 occurring, and suitable measures for the restoration of adversely impacted
832 property.
 - 833 ✓ Review and comment annually to the director on the proposed budget of
834 expenditures from the fund.
 - 835 ✓ Review all plans for new and expanded local and regional vehicle
836 recreation areas that have applied for grant funds.
 - 837 ✓ Review and comment on the strategic plan developed by the division
838 pursuant to Section 5090.32.
 - 839 ✓ Prepare and submit a program report to the Governor, the Assembly
840 Water, Parks, and Wildlife Committee, the Senate Committee on Natural
841 Resources and Water, and the Committee on Appropriations of each house
842 on or before January 1, 2011, and every three years thereafter. The report
843 shall be adopted by the commission after discussing the contents.
844 Additionally, the OHMVR Commission approves general plans and
845 amendments to general plans for the SVRAs pursuant to Public Resources
846 Code section 5002.2.

848 *Deputy Director*

849 The Division is administered by a Deputy Director appointed by the Governor
850 who is responsible for directing and managing the Program. The Deputy
851 Director oversees the functions of the Division, which include:

- 852 ✓ Planning, acquisition, development, conservation, and restoration of lands
853 in the state vehicular recreation areas.
- 854 ✓ Direct management, maintenance, administration, and operation of lands
855 in the state vehicular recreation areas.

- ✓ Provide for law enforcement and appropriate public safety activities.
- ✓ Implementation of all aspects of the program.
- ✓ Ensure program compliance with the California Environmental Quality Act (Division 13 (commencing with Section 21000)) in state vehicular recreation areas.
- ✓ Provide staff assistance to the commission.
- ✓ Prepare and implement plans for lands in, or proposed to be included in, state vehicular recreation areas, including new state vehicular recreation areas
- ✓ Conduct, or cause to be conducted, surveys, and prepare, or cause to be prepared, studies that are necessary or desirable for implementing the program.
- ✓ Recruit and utilize volunteers to further the objectives of the program.
- ✓ Prepare and coordinate safety and education programs.
- ✓ Provide for the enforcement of Division 16.5 (commencing with Section 38000) of the Vehicle Code and other laws regulating the use or equipment of off-highway motor vehicles in all areas acquired, maintained, or operated by funds from the fund; however, the Department of the California Highway Patrol shall have responsibility for enforcement on highways.
- ✓ Complete by January 1, 2009, a strategic planning process that will identify future off-highway motor vehicle recreational needs, including, but not limited to, potential off-highway motor vehicle parks in urban areas to properly direct vehicle operators away from illegal or environmentally sensitive areas. This strategic planning process shall take into consideration, at a minimum, environmental constraints, infrastructure requirements, demographic limitations, and local, state, and federal land use planning processes. The strategic plan shall be reviewed by the commission and updated periodically.

Program Areas

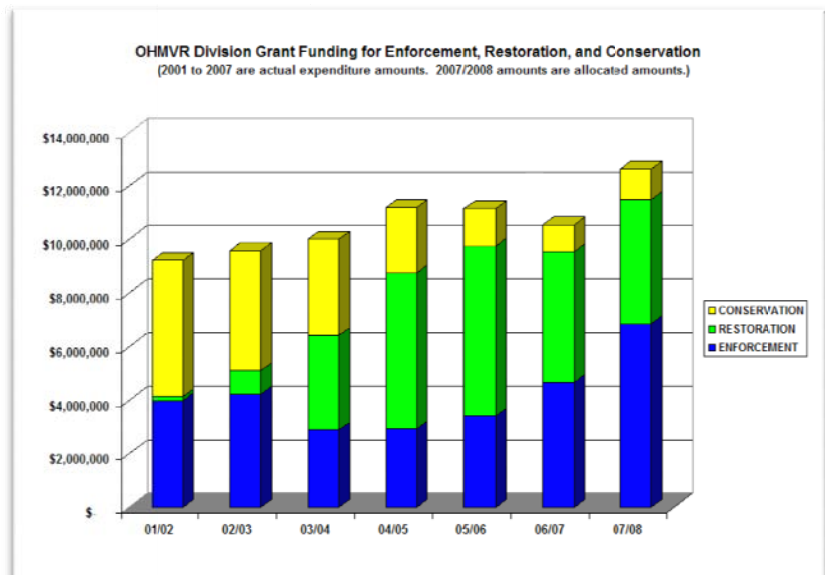
Under the direction of the Deputy Director and Division Chief, the Division is organized into a number of program areas.

Field Operations (SVRAs)

The Division administers five Districts, encompassing eight SVRAs, throughout the State. Each District is managed by a District Superintendent, who is responsible for overseeing four core programs: Visitor Services, Resource Services, Technical Services and Administration Service. Within each of these core programs are the basic services provided by the SVRAs.

Grants and Cooperative Agreements

In order to achieve the various goals and mandates of the program, the Division makes grants and cooperative agreements available to local, state, and federal entities, Native American tribes, educational institutions and eligible non-profit organizations. Division staff ensure the appropriate use of these funds, and monitor projects for program compliance. Staff also work with various entities to identify appropriate projects for future funding, help identify solutions to OHV related issues, and provide training to assist with the grant application process.



917 *Education and Outreach*

918 The Division provides education, training, and information to promote
919 safe and responsible OHV recreation. These goals are also accomplished
920 by developing and distributing educational materials, providing guidance
921 and support to agencies and organizations engaged in promoting sound
922 and progressive management, and participation in OHV recreation.

923

924 *Environmental Sciences*

925 The Division is mandated to ensure areas are managed for long-term
926 sustainability, and to comply with applicable environmental laws.
927 Environmental sciences staff continually monitor conditions in the SVRAs
928 and implement sound resource management practices. They review and
929 monitor grant funded projects, and provide expertise and assistance to
930 grantees and other providers of OHV recreation throughout the state while
931 implementing resource management practices.

932

933 *Planning and Acquisition*

934 The planning and acquisition staff at the Division develops short and long
935 term plans to address the needs and issues surrounding continued
936 management of OHV recreation in California.

937

938 *Public Safety*

939 Staff from the public safety program advise and assist the SVRAs and
940 other organizations providing public safety services related to OHV
941 recreation including public safety educational efforts. They also
942 coordinate with, and provide training for, law enforcement agencies
943 throughout the state regarding consistent implementation of OHV laws. In
944 addition they provide technical assistance and expertise to the
945 Administration and the Legislature for legislation pertaining to OHV
946 recreation.

947 *Winter Recreation*

948 In addition to supporting a system of motorized trailheads, the Division
949 administers the non-motorized Sno-Park program. In partnership with
950 private and federal partners, this program provides parking and associated
951 facilities (restrooms and trash services) at a number of areas for winter
952 snow play.

953 *California SNO-PARKS Pass*



954

955 **Funding Sources**

956 The primary source of funding (approximately 70%) for the Program is derived
957 from taxes on fuel burned in vehicles used for OHV recreation or for motorized
958 access to non-motorized recreation. The Program is often referred to as the
959 “Green Sticker Program”, referring to the green colored registration stickers
960 issued by the Department of Motor Vehicles. This is somewhat misleading, as
961 green sticker registration fees are not the primary source of funding and
962 represent only 20% of the total program funding. The funding sources are:

- 963 ✓ Fuel taxes from gasoline used for off-highway vehicle recreation
- 964 ✓ Registration fees for off-highway vehicles (Green Sticker, Red Sticker
965 and Non-resident Passes)
- 966 ✓ Entrance fees paid at the SVRAs
- 967 ✓ Interest and miscellaneous income

968 *NOTE: The Sno-Park program is funded exclusively from sales of Sno-Park*
969 *passes.*

MISSION STATEMENT

The Off-Highway Motor Vehicle Recreation (OHMVR) Division ensures quality motorized recreational opportunities will remain available for future generations. We do this by:

1. Providing leadership statewide in the area of off-highway vehicle (OHV) recreation
2. Acquiring, developing, and operating state owned vehicular recreation areas (SVRAs)
3. Providing a statewide system of managed OHV recreational opportunities through funding to other public agencies
4. Providing for education, conservation, and enforcement efforts
5. Balancing OHV recreation impacts with programs that conserve and protect cultural and natural resources

GUIDING PRINCIPLES

Sustainability

The Legislative intent of the program is to ensure OHV recreation in California is managed to sustain long-term use such that opportunities remain available for future generations to enjoy. OHV recreation is an active form of recreation, and results in impacts to resources which require close monitoring and continuous ongoing maintenance and conservation of the environment. The Division is firmly committed to providing guidance, support and funding to agencies and organizations involved in actively managing OHV recreation, which includes providing environmental protection and habitat restoration, and repairing damage from OHV use.

Transparency in Decision Making

The Division conducts operations openly with the Commission, interested stakeholders, the Department and other public agencies. Past audits have demonstrated the need for the Division to foster open communication with the public to ensure the appropriate expenditure of OHV Trust Funds on the part of the Division and the Department.

Working with Partners and Volunteers

OHV recreation in California occurs in many areas, on lands with varying characteristics administered by a wide variety of government agencies. In addition, there are many organizations and individuals which have an interest in OHV recreation, including those interested in participating in OHV recreation, ensuring environmental protection, maintaining open space, accessing non-motorized recreation opportunities via off-highway routes, and those concerned with improving the safety of OHV recreation. In order for the Division meet its mandate of managing OHV recreation in a sustainable manner it must partner with a wide variety of individuals and organizations.

1005 **Consideration of Needs and Concerns of Stakeholders**

1006 In setting program priorities, the Division considers input from a variety of
1007 interest groups. The Division actively seeks out information regarding
1008 stakeholders' needs and concerns by holding public meetings, conducting
1009 workshops, and evaluating suggestions received by mail and through web-based
1010 communications (ohvinfo@parks.ca.gov).

1011

1012 **Reliance on Sound Data for Management Decision Making**

1013 Information from a wide variety of sources is collected and evaluated to ensure
1014 decisions are based on the best and most current data available. The Division
1015 shares this data freely to facilitate understanding and quality decision making
1016 by others. When insufficient or high quality data is not available, the Division
1017 actively works to fill these data gaps.

1018

GOALS

GOAL #1 – Sustainability: Provide for sustainable use by mitigating threats to the existing system of OHV opportunity.

This goal seeks to protect and preserve existing opportunities desired by recreational participants. This will be accomplished through identification and implementation of solutions to maintenance, environmental and any other problems that have or are leading to closures of traditionally used trails, roads, and areas. The goal is to achieve an overall zero closure objective for OHV opportunities at the SVRAs and areas supported by the grants and cooperative agreements program.

OBJECTIVES/STRATEGIES

1.1

Ensure requirements for soil standard and wildlife habitat protection plans (WHPP) are being implemented in SVRAs and other projects supported by the OHV Trust Fund.

- ❖ Action 1.1.1: Establish trail teams in each of the SVRAs that will be responsible for overall trail development, maintenance, and compliance with the soil standard.
- ❖ Action 1.1.2: Division staff to review and confirm grant recipient soil and habitat conservation compliance.
- ❖ Action 1.1.3: Trail and grant field review teams will prepare reports on compliance with soil standard and WHPPs and identify compliance gaps.
- ❖ Action 1.1.4: Trail Teams will implement recommendations for correcting compliance gaps.
- ❖ Action 1.1.5: Educate and instruct all SVRA staff to identify potential compliance problems for follow-up effort by the SVRA Trail Teams.
- ❖ Action 1.1.6: Establish in the Grants Program a requirement and appropriate funding eligibility for development and training of grant recipient staff in soil and habit conservation compliance.

1050 **1.2**

1051 **Identify and implement best management practices for keeping trails and areas in**
1052 **SVRAs and other lands supported by OHV funds compliant with current trends in**
1053 **resource management and protection.**

- 1054 ❖ Action 1.2.1: Establish a Division Trail Management Team.
- 1055 ❖ Action 1.2.2: Division Trail Management Team will develop and maintain
- 1056 a trail maintenance manual that includes, and is regularly updated with,
- 1057 the best management practices available for achieving high quality soil,
- 1058 environmental conservation, and functional trail maintenance results.
- 1059 ❖ Action 1.2.3: Division Trail Management team will work closely with
- 1060 SVRA Trail Maintenance Teams to update their maintenance skills and
- 1061 implement improved BMPs.

1062

1063 **1.3**

1064 **Using 2008 as a baseline year, achieve a 25% reduction in carbon footprint from**
1065 **OHV recreational use by 2020**

1066 *Note: Proposed timelines in the section below are for discussion purposes only.*

- 1067 ❖ Action 1.3.1: Commencing in _____, implement ongoing staff training in
- 1068 the principles and practices necessary for reduction of carbon footprint.
- 1069 ❖ Action 1.3.2: Within ___ years, establish the baseline system carbon
- 1070 footprint for 2008 utilizing analysis metrics established by researchers
- 1071 engaged in the Governor's Climate Action initiation.
- 1072 ❖ Action 1.3.3: Within __ months of establishing baseline data, establish
- 1073 action plan to achieve 25% reduction target.
- 1074 ❖ Action 1.3.4: Within __ months of establishing baseline data, identify a
- 1075 minimum of two opportunities in each SVRA to implement energy
- 1076 reduction methods that can be used as part of the point source and off-set
- 1077 strategies.
- 1078 ❖ Action 1.3.5: Within __ months, complete budgeting and minor capital
- 1079 outlay requirements and initiate installation of energy reduction
- 1080 improvements and equipment for the selected projects at the SVRAs and
- 1081 other State Park system units.
- 1082 ❖ Action 1.3.6: Commencing in the _____ fiscal year, establish carbon
- 1083 footprint considerations for award of funding from the Grant Program.

1084 ❖ Action 1.3.7: Commencing in _____, establish a climate condition
1085 roundtable sub-team to work with industry so that, by 2020, 15% of new
1086 registrations are for energy-reduced recreational equipment.

1087 **Strategies to consider:**

- 1088 ✓ Create a new Grant Program category for institutions involved in R&D on
1089 equipment development. Support equipment innovation and methods that
1090 result in improvement to safety and result in less impact on the ground.
- 1091 ✓ Provide free SVRA admission for energy reduced equipment
- 1092 ✓ Provide reduced registration fees for energy reduced equipment/offset by
1093 carbon surcharge tied to carbon rating
- 1094 ✓ Work with CARB to develop complete data on emissions attributable to
1095 non compliant vehicles, and review the red sticker regulation.
- 1096 ✓ Off-sets and point source reductions.
- 1097 ✓ Convert SVRAs to renewable energy sources.
- 1098 ✓ Designate OHV areas for electric OHV use only.
- 1099 ✓ Investigate the use of OHV buffer zones for AB 32.

1100

1101 **1.4**

1102 **Implement a “sound level management program” with the aim of reducing excessive**
1103 **sound levels generated from vehicles recreating off-highway where such sound**
1104 **levels exceed established standards.**

- 1105 ❖ Action 1.4.1: Establish a method that can be easily administered in the
1106 field for testing sound emissions for vehicles not covered under the J1287
1107 test method.
- 1108 ❖ Action 1.4.2: Work to have the new test method adopted in conjunction
1109 with existing J1287 standard.
- 1110 ❖ Action 1.4.3: Train staff, other agencies, and volunteers on how to
1111 administer and enforce sound testing.
- 1112 ❖ Action 1.4.4: Acquire additional sound meters for distribution to field
1113 staff, OHV groups and other interested parties.
- 1114 ❖ Action 1.4.5: Adopt regulation requirements for sound level enforcement
1115 for the grants and cooperative agreements program.
- 1116 ❖ Action 1.4.6: Sound requirements and testing program will be available on
1117 the Division Website.

- ❖ Action 1.4.7: Establish facilities for sound monitoring stations at the SVRAs and implement regular sound testing.
- ❖ Action 1.4.8: Work with exhaust pipe manufacturers to produce high quality pipes that are quieter.
- ❖ Action 1.4.9: Implement a contract for sound monitoring along the boundaries of the SVRAs.

1124

1125 1.5

1126 **Implement a dust management program with the aim of reducing the impacts from**
1127 **dust generated by OHVs where such impacts exceed established public health and**
1128 **other environmental standards.**

- ❖ Action 1.5.1: Identify existing and/or, where not already in place, establish standard thresholds for acceptable levels of dust for OHV activities giving consideration to the unique conditions that exist in the areas where OHV activities take place.
- ❖ Action 1.5.2: Develop and implement a dust study and monitoring protocols to quantify the extent and impacts of dust at each SVRA.
- ❖ Action 1.5.3: Develop a menu of management practices to be used when dust levels are found to exceed desired threshold.
- ❖ Action 1.5.4: Prepare a dust management program manual and train the trail management and maintenance teams with regard to dust management.
- ❖ Action 1.5.5: Establish and implement dust monitoring considerations for award of grant funding.

1141

1142 1.6

1143 **Identify critical urban conflicts, and take actions to reduce the threat of urbanization**
1144 **on existing and future OHV opportunities and related environmental conditions.**

- ❖ Action 1.6.1: Identify and map areas of urban encroachment and related conflicts and the effects of those conflicts on continued operations at SVRAs and other areas used for OHV recreation.
- ❖ Action 1.6.2: Produce a report of recommendations for addressing urban encroachment issues that will include a description of the conflicts to be

1150 mitigated and the various buffers, conservation easements, non-motorized
1151 recreation opportunities, and other variables that exist.
1152 ❖ Action 1.6.3: Develop the plan and funding needed to implement
1153 strategies needed to reduce or mitigate conflicts that will lead to
1154 reductions in OHV opportunity.

1155 **Strategies to consider:**

- 1156 ✓ Establish buffer lands around the parks to protect SVRAs.
- 1157 ✓ Establish urban parks that are planned to mitigate conflicts arising from
- 1158 urban development.

1159

1160 **1.7**

1161 **Establish a system of dedicated lands and areas to ensure that opportunities for OHV**
1162 **recreation are sustained so as to remain available for future generations.**

- 1163 ❖ Action 1.7.1: Identify areas that should be dedicated for operation and
- 1164 management of OHV recreational activities.
- 1165 ❖ Action 1.7.2: Revise Grant Program regulations to give consideration to
- 1166 the dedication of areas in order to receive grant funding.
- 1167 ❖ Action 1.7.3: Establish a working group of interested public groups and
- 1168 public agencies to facilitate any necessary lobbying efforts to designate
- 1169 federal and local areas as OHV recreational areas.

1170 **Strategies to consider:**

- 1171 ✓ Formal designation of areas by way of legislative action at the federal and
- 1172 local levels.
- 1173 ✓ Consolidation and listing of the existing SVRAs in the OHMVR Act to
- 1174 confirm that the SVRA system is to remain dedicated and sustained for
- 1175 OHV recreational use.

1176 **GOAL #2 – Staffing Capacity: Develop an organized staff dedicated to**
1177 **development, establishment, and implementation of the OHMVR Program.**

1178 The Division will improve the transparency, efficiency, and quality of program
1179 administration through the recruitment, training, and organization of high
1180 quality staff dedicated to the Program mission. The internal assessment
1181 identified a number of issues that impact the capacity of Division staff to fully
1182 meet the OHMVR Program mission and Program goals. A variety of essential
1183 actions are required to meet goals and objectives. This goal focuses on
1184 enhancing opportunities to improve staff capacity including development of
1185 enhanced skills and knowledge, addressing staffing needs, and improving
1186 organizational structures.

1187 Capacity objectives and strategies are designed to:

- 1188 ✓ Improve recruitment
- 1189 ✓ Identify required training
- 1190 ✓ Establish appropriate staff alignment and organizational structure
- 1191 ✓ Increase transparency, efficiency and quality of program administration

1192

1193 ***OBJECTIVES/STRATEGIES***

1194 **2.1**

1195 **Develop a knowledgeable staff with the skill sets necessary to be successful.**

1196 ❖ Action 2.1.1: Determine appropriate Knowledge, Skills and Abilities
1197 (KSAs) necessary for each Division job classification.

1198 ❖ Action 2.1.2: Establish the KSAs required for every Division
1199 classification, including specialized training in:

- 1200 ✓ OHV 101
- 1201 ✓ Management of environmental impacts (soils, dust, water, sound)
- 1202 ✓ California Environmental Quality Act requirements
- 1203 ✓ National Environmental Policy Act requirements
- 1204 ✓ Federal and State Endangered Species Act requirements
- 1205 ✓ OHV law enforcement
- 1206 ✓ OHV operation and maintenance
- 1207 ✓ Facilitation and Collaboration

- 1208 ❖ Action 2.1.3: Define and establish specialized training needed to support
1209 the KSAs required for every classification.
1210 ❖ Action 2.1.4: All staff will participate in creating personal individual
1211 development plans to support obtaining and maintaining the KSAs.

1212

1213 **2.2**

1214 **Division staff will have the opportunity to participate in diverse assignments as part**
1215 **of training and development plans.**

- 1216 ❖ Action 2.2.1: Develop approach and determine the types of assignments
1217 which would be the most appropriate. Assignments may include rotating
1218 staff between various SVRAs, County Parks, USFS, BLM, other land
1219 management agencies or regulatory agencies, etc.
1220 ❖ Action 2.2.2: Establish protocols for assignment outside of state
1221 government.
1222 ❖ Action 2.2.3: Promote program for alternative work assignments.

1223

1224 **2.3**

1225 **Increase the average number of years employees work at the Division and strive to**
1226 **maintain full workforce capacity. By 2014 maintain staffing at an 8% or less vacancy**
1227 **rate.**

- 1228 ❖ Action 2.3.1: Provide opportunities for staff to acquire the needed
1229 experiences and skills for their unique job classifications.
1230 ❖ Action 2.3.2: Investigate ways to reward staff who do not want or are
1231 unable to promote but perform high quality work for their respective
1232 classification.
1233 ❖ Action 2.3.3: Provide opportunities for alternative assignments within
1234 and outside of the Division.
1235 ❖ Action 2.3.4: Division awards program to identify and give recognition to
1236 outstanding staff.
1237 ❖ Action 2.3.5: Provide alternative work schedules

1238

1239 **2.4**

1240 **Increase accountability for the expenditures of the OHV Trust Fund, by reducing the**
1241 **number of functions performed by the Department.**

1242 ❖ Action 2.4.1: Develop a Division Operation Manuel.
1243 ❖ Action 2.4.2: Initiate paperwork to establish and/or enhance Division
1244 positions and organizational structure for the following activities:

- 1245 ✓ Concessions
- 1246 ✓ Planning
- 1247 ✓ Public safety
- 1248 ✓ Administration
- 1249 ✓ Hiring
- 1250 ✓ Interpretation

1251

1252 **2.5**

1253 **Establish an active recruitment program to fill vacancies with qualified personnel**
1254 **(train for skill, hire for attitude).**

- 1255 ❖ Action 2.5.1: Establish an internal working group to recommend
1256 potential Division initiatives to improve retention.
- 1257 ❖ Action 2.5.2: Immediately consider the potential for incorporating
1258 recruitment goals in all external outreach efforts.
- 1259 ❖ Action 2.5.3: Investigate the creation of differentials for the specialized
1260 skills and functions required to work in the Division.
- 1261 ❖ Action 2.5.4: Investigate methods to streamline the hiring process.
- 1262 ❖ Action 2.5.5: Establish a Division recruiting officer responsible for
1263 developing a plan for year round recruitment efforts as well as creating
1264 and updating recruitment materials.
- 1265 ❖ Action 2.5.6: Initiate regional recruitment efforts and spot exams to hire
1266 people from local communities.

1267 **Strategies to consider:**

- 1268 ✓ Allows people to be close to home.
- 1269 ✓ Reduces carbon footprint
- 1270 ✓ Workforce to better reflect local communities

- 1271 ❖ Action 2.5.7: Build partnerships with local colleges and universities.
1272 ❖ Action 2.5.8: Increase public awareness of Division intern program.

1273

1274 **2.6**

1275 **Identify and capture critical processes for each function in the Division.**

- 1276 ❖ Action 2.6.1: Perform desk audits on all key positions in the Division.
1277 ❖ Action 2.6.2: Create a Division position manual outlining policy and
1278 procedures for each core program.

1279

1280 **2.7**

1281 **Perform field visits to acquire knowledge and oversight.**

- 1282 ❖ Action 2.7.1: Where OHV Trust Funds have been spent, ensure
1283 appropriate expenditure of funds.
1284 ❖ Action 2.7.2: Develop a list of locations to be visited, staff to attend,
1285 and issues to review.
1286 ❖ Action 2.7.3: Identify criteria for visitation.

GOAL #3 – OHV Community: Achieve a highly informed and educated OHV recreational community committed to responsible use and environmental stewardship.

Unlike many passive recreation users, the OHV community is actively engaged, interacting with the resource, and committed to partnership in service to the sport. The external assessment identifies a number of recreational training and education needs for this willing community. This goal focuses on ways to assist the community in highlighting and contributing to safe, responsible use and environmental stewardship.

OBJECTIVES/STRATEGIES

3.1

Division-supported recreational use will be ranked in the top five by a nationally recognized standard for its safety record and safety training programs.

- ❖ Action 3.1.1: Division will convene a dialog of key OHV training and safety institutions such as the National Off-Highway Vehicle Conservation Council, the Specialty Vehicle Institute of America, the ATV Safety Institute, sister agencies and others. This group will develop and/or collectively confirm a standardized national ranking process for evaluating safety records and training programs.
- ❖ Action 3.1.2: Division will convene an Education Collaborative with OHV partner agencies, industry, Tread Lightly and/or other similar programs, and user groups to create California targeted curriculum promoting safety, environmental responsibility, and OHV ethics.
- ❖ Action 3.1.3: Convene the Education Collaborative, the Division will create an action plan for implementing education and training goals and begin implementation immediately.
- ❖ Action 3.1.4: After confirming a national safety and training standard, the Divisions will initiate steps, in both SVRA operations and Grants programs, to monitor key ranking metrics and implement adaptive management to ensure high performance in all areas.
- ❖ Action 3.1.5: Division will provide leadership to ensure that a minimum of one safety program per county is available annually.

1320 **3.2**

1321 **Commercial OHV advertising targeted to California consumers, including print and**
1322 **broadcast media, will accurately represent appropriate and responsible OHV use.**

- 1323 ❖ Action 3.2.1: Division will establish a Manufacturers Roundtable to
1324 discuss issues related to responsible advertising.
- 1325 ❖ Action 3.2.2: Establish the Manufacturers Roundtable, and working with
1326 the Commission and Manufacturers Roundtable, the Division will promote
1327 a national voluntary advertising standard.
- 1328 ❖ Action 3.2.3: Division in concert with the Commission and dialog group
1329 will promote highly publicized awards for organizations in compliance
1330 with advertisers.
- 1331 ❖ Action 3.2.4: Division will work with state agencies to incorporate
1332 responsible advertising standards into purchasing and grant decisions,
1333 including purchases for all state owned and grant supported vehicles and
1334 equipment.

1335

1336 **3.3**

1337 **ATV safety training classes will be available on a regular basis at all SVRAs and grant**
1338 **funded riding areas.**

- 1339 ❖ Action 3.3.1: SVRAs will have a safety training facility located on-site.
- 1340 ❖ Action 3.3.2: Working in collaboration with the Education Collaborative
1341 identified in Action 3.1.1 and the Commission, the Division will
1342 implement an incentive program for youth to participate in youth focused
1343 stewardship and training activities.
- 1344 ❖ Action 3.3.3: After convening the Education Collaborative, the Division
1345 will create an action plan for implementing additional youth education
1346 and training goals and begin implementation immediately.

1347 **3.4**

1348 **Develop and coordinate a statewide educational curriculum promoting safety,**
1349 **environmental responsibility, and OHV ethics.**

- 1350 ❖ Action 3.4.1: Division will establish a Curriculum Development
1351 Committee (CDC) who will work to develop a statewide education
1352 curriculum. The CDC will include members from the Division, as well as
1353 members from other agencies, educational institutions, and organizations
1354 with expertise on OHV, safety, environmental management, and
1355 educational program development.
- 1356 ❖ Action 3.4.2: Division will adopt regulations for the Grants and
1357 Cooperative Agreements program that give additional consideration to
1358 projects that incorporate the statewide education curriculum.
- 1359 ❖ Action 3.4.2: The CDC will convene a Summit of key experts on Cal
1360 Pals, Snow Pals, Jr. Rangers and other youth initiatives to identify ways
1361 to incorporate the statewide education curriculum into these programs.

GOAL #4 – Cooperative Relationships: Establish and maintain highly cooperative relationships with individuals, organizations, industry, and government related agencies to resolve disputes, and advance the mission and goals of the Program.

This goal strives to achieve a highly integrated, organized, and coordinated interest, stakeholder, and public agency group that is able to identify issues concerning the sustainability of OHV opportunities at the earliest possible time and seek solutions to the issues identified.

OBJECTIVES/STRATEGIES

4.1

Improve and increase public involvement in the SVRAs.

- ❖ Action 4.1.1: Establish and support cooperating associations in each SVRA where such organizations do not already exist.
- ❖ Action 4.1.2: Develop and implement a volunteer recruitment program for the SVRAs.
- ❖ Action 4.1.3: Implement an “adopt a trail” program for SVRAs.

4.2

Improve communication and interaction among State and federal agencies having direct or indirect land management and/or regulatory responsibilities that intersect or relate to OHV program activities and issues.

- ❖ Action 4.2.1: Identify the various agencies and establish a contact person for each agency.
- ❖ Action 4.2.2: Form and organize the agency group that will address the concerns regarding the OHV program.
- ❖ Action 4.2.3: Identify and describe the issues confronting the Program and prepare an agenda for addressing the issues with the agenda identifying the role of the respective agencies.
- ❖ Action 4.2.4: Establish a proposed plan for addressing the issues.

1392 ❖ Action 4.2.5: Initiate a series of regular meetings and other
1393 communication strategies.

1394

1395 **4.3**

1396 **Improve communication, interaction, coordination, and integration of action**
1397 **between stakeholders in the OHV program to achieve consensus on how to address**
1398 **issues and focus collective efforts on a successful OHV program.**

1399 ❖ Action 4.3.1: Establish a Deputy Director's roundtable composed of
1400 members who are able to work in a highly integrated, organized and
1401 coordinated fashion to help implement the Strategic Plan.

1402 ❖ Action 4.3.2 Develop operating rules for the roundtable and prepare a
1403 list of critical issues in priority order to be addressed.

1404 ❖ Action 4.3.3: Roundtable to assist the Deputy Director to develop plans
1405 of action for addressing the list of critical issues and the roles of
1406 individual roundtable members in addressing the issues.

1407 **Strategies to Consider:**

1408 ✓ Regional stakeholder groups.

1409 ✓ Subject matter stakeholder sub-groups.

1410 ✓ Web and other electronic based and targeted communications.

1411 **GOAL #5 – Informed Decision Making: Improve the quality and quantity of**
1412 **information available to support sound decision making.**

1413 This goal strives for improved strategic and management decision-making by
1414 acquiring and using appropriate data. Access to and use of data are critical
1415 components of the Division’s guiding principles. The Division seeks to conduct
1416 operations openly and base decisions on sound data. Both the external and
1417 internal assessment exposed circumstances where sometimes there is insufficient
1418 data or a lack of high quality data. It was also found that while data may exist,
1419 the current organization and maintenance of information prohibits the most
1420 efficient data use.

1421

1422 ***OBJECTIVES/STRATEGIES***

1423 **5.1**

1424 **Consolidate existing data stored throughout the Division.**

- 1425 ❖ Action 5.1.1: Establish and use a central location for all media.
- 1426 ❖ Action 5.1.2: Inventory and catalog existing data
- 1427 ❖ Action 5.1.3: Ensure historical data as well as current data are put into
1428 media that is easy to use and sustainable.
- 1429 ❖ Action 5.1.4: Catalog data currently maintained, noting the age and
1430 quality of the data.
- 1431 ❖ Action 5.1.5: Establish and use a Division-managed data base that staff
1432 can easily access from both inside and outside of the network.
- 1433 ❖ Action 5.1.6: Initiate any needed contracting or approvals to move
1434 forward with constructing the data management system.
- 1435 ❖ Action 5.1.7: Purchase and install software and/or hardware.

1436

1437 **5.2**

1438 **Identify and obtain data needed to fill informational gaps.**

- 1439 ❖ Action 5.2.1 Establish a Division data library and note apparent data
1440 gaps.

- 1441 ❖ Action 5.2.2: Outline key decision areas and associated data needs,
1442 including geospatial markers and GIS systems.
1443 ❖ Action 5.2.3: Identify possible “living data” in the form of oral history.
1444 ❖ Action 5.2.4: Record oral history into a permanent form of media.

1445

1446 **5.3**

1447 **Make data available to decision makers and the public.**

- 1448 ❖ Action 5.3.1: Provide web-based access to information.
1449 ❖ Action 5.3.2: Meet regularly with managers and stakeholders to share
1450 information.

1451

1452 **5.4**

1453 **Develop a strategy to obtain, update, and maintain data.**

- 1454 ❖ Action 5.4.1: Establish a list of priorities for data acquisition.
1455 ❖ Action 5.4.2: Identify preferred approaches for gathering priority data.
1456 ❖ Action 5.4.3: Identify data that will be the most at risk for being lost so
1457 it can be retained in alternative forms.
1458 ❖ Action 5.4.4: Initiate any needed contracting or approvals to move
1459 forward with acquiring priority data.

GOAL #6 – Opportunity: Add new, or increase use of existing, opportunities where appropriate and needed to replace loss of existing opportunities and respond to changing and future demand.

This goal focuses on ensuring a coherent management approach for the future by addressing current and threatened new gaps, as well as adding new OHV opportunities to address future demand and/or losses of existing or historic OHV opportunities in the System.

OBJECTIVES/STRATEGIES

6.1

Establish, for each priority major population center, at least one OHV opportunity within a sixty mile radius of the urban footprint.

- ❖ Action 6.1.1: Identify four urban centers and establish a working team to include appropriate local officials to study the feasibility of establishing OHV opportunity on a local or regional basis.
- ❖ Action 6.1.2: Report on the findings of the local working teams and make recommendations for establishing new local or regional OHV opportunities.
- ❖ Action 6.1.3: Commence planning and development of the local or regional opportunity or opportunities found to have the potential for being implemented.

6.2

Add new areas that are dedicated to OHV recreation.

- ❖ Action 6.2.1: Develop rating criteria that can be used to establish priorities for acquisition of new SVRA lands.
- ❖ Action 6.2.2: Examine OHV recreation opportunities throughout the State to determine a priority list of where the creation of a dedicated, highly managed new OHV opportunity is most needed.
- ❖ Action 6.2.3: Develop acquisition plan based on information collected in Actions 6.2.1 and 6.2.2.

1491 **6.3**

1492 **Develop five new use opportunities in response to growing recreation trends and**
1493 **equipment (rock crawlers, endurocross, electric, etc.).**

- 1494 ❖ Action 6.3.1: Working in conjunction with the OHV industry and
1495 stakeholder groups identified in previous goals, identify new OHV
1496 equipment and use potential. Define criteria for appropriate facilities for
1497 new equipment.
- 1498 ❖ Action 6.3.2: Working in conjunction with the OHV industry and
1499 stakeholder groups identified in previous goals, identify projected new
1500 OHV recreational styles.
- 1501 ❖ Action 6.3.3: Identify potential locations where criteria identified in
1502 Action 6.2.1 can be accommodated.
- 1503 ❖ Action 6.3.4: Establish priorities based on overall strategic goals and
1504 initiate development planning.

1505

1506 **6.4**

1507 **Establish a minimum of two multi-day snowmobile touring trails with**
1508 **accommodations (cabins, etc.).**

- 1509 ❖ Action 6.4.1: Identify a committee to assist the Deputy Director to
1510 define criteria for new multi-day touring trail locations.
- 1511 ❖ Action 6.4.2: Identify potential locations where criteria identified in
1512 Action 6.3.1 can be accommodated.
- 1513 ❖ Action 6.4.3: Identifying potential locations, establish development
1514 priorities based on overall strategic goals and initiate trail and facility
1515 planning.
- 1516 ❖ Implement the California Statewide Motorized Trail.
- 1517 ❖ Action 6.5.1: Working in conjunction with stakeholder groups, identify
1518 existing segments with potential for connectivity.
- 1519 ❖ Action 6.5.2: Identify gaps in the segments and establish priority list for
1520 acquisition.
- 1521 ❖ Action 6.5.3: Establish development priorities based on overall strategic
1522 goals and initiate site planning acquisition requirements and potential
1523 partnerships to complete the trail.